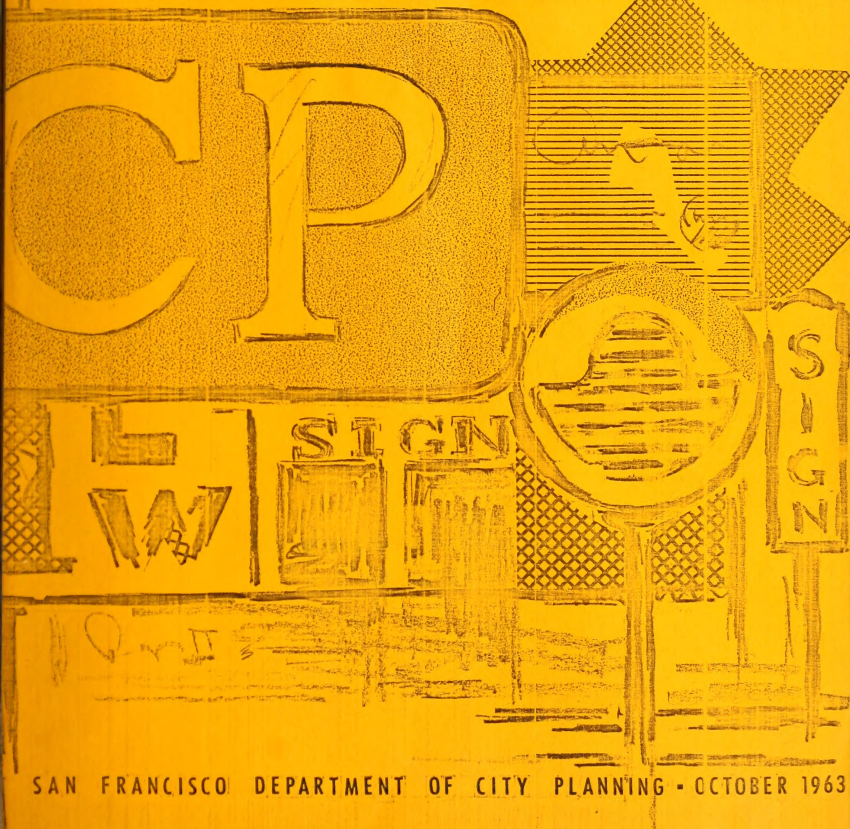


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OCTOBER 1963

This report and staff ordinance were prepared jointly by the
Planning Division and the zoning Division of the Department
with the principal participation by
John McCarthy and Robert Smith.



REPORT ON
PROPOSED HIGHWAY
1963
SAN FRANCISCO DEPARTMENT OF CITY PLANNING
OCTOBER 1963

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TABLE OF CONTENTS

	Page
INTRODUCTION	1
PURPOSES OF THE PROPOSED SIGN ORDINANCE	2
BACKGROUND OF THE PRESENT PROPOSALS	6
THE CURRENT STUDY	10
THE RECOMMENDED ORDINANCE PROVISIONS	12
Residential Districts	12
Table I: Summary of Provisions for Signs in Residential Districts	14, 15
Commercial and Industrial Districts	16
Table II: Summary of Provisions for Signs in Commercial and Industrial Districts	19
Automobile Service Stations in All Districts	20
Table III: Summary of Provisions for Signs for Automobile Service Stations in All Districts	21
Special Sign Districts	22
Table IV: Summary of Provisions for Special Sign Districts	25
Provisions for Removal of Existing Signs	26
Table V: Summary of Provisions for Removal of Nonconforming Signs	28
Changes in Existing Codes	29

MAP: CIVIC CENTER SPECIAL SIGN DISTRICT

MAP: SPECIAL SIGN DISTRICTS (throughout the city)

TABLE OF CONTENTS

Page

INTRODUCTION	1
PURPOSES OF THE PROPOSED SIGN ORDINANCE	2
BACKGROUND OF THE CURRENT PROVISIONS	3
THE CURRENT STUDY	10
THE RECOMMENDED ORDINANCE PROVISIONS	15
Residential Districts	15
Table II: Summary of Provisions for Signs in Residential Districts	16, 18
Commercial and Industrial Districts	18
Table III: Summary of Provisions for Signs in Commercial and Industrial Districts	19
Automobile Service Stations in All Districts	20
Table III: Summary of Provisions for Signs for Automobile Service Stations in All Districts	21
Special Sign Districts	23
Table IV: Summary of Provisions for Special Sign Districts	25
Provisions for Removal of Existing Signs	26
Table V: Summary of Provisions for Removal of Nonconforming Signs	28
Changes in Existing Codes	29

MAP: CIVIC CENTER SPECIAL SIGN DISTRICT

MAP: SPECIAL SIGN DISTRICTS (throughout the city)

INTRODUCTION

This report describes the nature and purposes of a comprehensive sign control ordinance for San Francisco. A second draft of such an ordinance, designed to be incorporated as part of the City Planning Code (zoning ordinance), was presented by the Department of City Planning to the City Planning Commission and to the general public on October 17, 1963.

The illustrations for this report are not printed here but are all around you, along the streets and freeways, above the sidewalks, on walls and rooftops; and on the hillsides of San Francisco.

INTRODUCTION

This report describes the nature and purpose of a comprehensive sign control ordinance for San Francisco. A second draft of such an ordinance, designed to be incorporated as part of the City Planning Code (zoning ordinance), was presented by the Department of City Planning to the City Planning Commission and to the General Public on October 17, 1967. The illustrations for this report are not printed here but are all around you, along the streets and freeways, above the sidewalks, on walls and rooftops, and on the hillside of San Francisco.

PURPOSES OF THE PROPOSED SIGN ORDINANCE

When the first draft of this sign control ordinance for San Francisco was released on February 15, 1962, a short report was issued which stated the following concise objectives:

A city without signs would be a monotonous and confusing place. A city with no sign regulations presents aspects which are incongruous, distasteful, and even disruptive to the general public welfare. The sign ordinance presented in preliminary draft today seeks to provide for San Francisco a comprehensive guide to the location, size and placement of signs throughout the city, so that signs of whatever nature may achieve their purpose and be compatible with the surrounding scene.

The basic objectives of the City Planning Commission in proposing the adoption of a sign control ordinance are to protect and preserve the integrity of residential areas, the character and dignity of public buildings and parks and other public open spaces, the public investment in freeways and other thoroughfares, and the general prospect of the city and its skyline.

Objectives such as these have been stated and restated throughout the country in the enactment of ordinance provisions intended both to affirm the important function of signs in a city and ensure restraint where restraint is needed.

The problem of confining signs to their proper role is a complex one. It starts with the basic purposes of signs, which are to identify, to attract attention, to advertise, often to thrust a message before the eyes of the onlooker. This means that signs will often be in disharmony with their background, because it is their very nature to stand out. It also means that there may be a profusion of signs and competition among them in size, lighting, height and projection over the sidewalk. The result may benefit no one, but may resemble a room full of people who begin by talking softly but slowly raise their voices and end up shouting. Soft voices can be heard if there is an agreement to talk softly.

In San Francisco the need for restraint is even more critical than elsewhere. The city's natural setting gives pleasure to resident and visitor alike, as do its characteristic man-made features -- the concentrated towers of the financial district, the apartment buildings on hilltops, church spires against the skyline, rows of houses and flats across the terrain. From bridges, freeways, viewpoints, from many homes, we look out over the city.

Even without such distinctive features we would, of course, still have a jumble of signs along Market Street, along the freeways, and elsewhere, so long as the City Planning Code remains devoid of effective sign controls. But San Francisco's topography provides extended panoramas which add to the viewability and hence the distracting qualities of signs. The same is true of the many public open spaces which are so much a part of the city. The problem, therefore, is intensified in San Francisco in comparison with other cities.

Most signs serve either one of two functions. Some identify a business so that patrons and clients will be able to find it, and this function is inherent in the right to conduct a business on a property that is zoned for it. Other signs are not related to a business on the property where they are located, but involve products or services which are available elsewhere. In ordinances for the control of signs, the two functions are distinguished for purposes of regulation: signs identifying a business on the premises are normally called "business signs", and signs advertising a product or service off the premises are called "general advertising signs."

Sign regulations for major cities throughout the country are contained in zoning ordinances, whether the signs involved constitute

independent uses of property (as in the case of billboards) or are incidental features of another use. Such regulations control the type, size and placement of signs according to the nature of the various zoning districts of the city, often with special attention to signs near public buildings and open spaces, residential areas, and freeways, and generally with more extensive control over the location of general advertising signs than for business signs. The regulations differ among cities, and are fitted to the needs of each. At the same time, all of these cities have other standards for signs which are not of a zoning nature but concern structural safety requirements, and these other standards are normally found in the city's building code.

San Francisco has had little sign control of a zoning nature throughout its history, and there are now only a few provisions concerning signs in the City Planning Code. Present controls are inadequate or wholly lacking in connection with the types of signs permitted in residential districts, signs for automobile service stations, the height of signs and their projection over sidewalks in commercial and industrial districts, and signs permitted along freeways and in special areas such as the Civic Center. The results of this lack of zoning control have brought recurrent protests from individuals and groups throughout the city.

In order to correct these deficiencies, the comprehensive sign control ordinance now proposed by the Department of City Planning contains the following major provisions:

1. A ban on erection of new general advertising signs in R (Residential) districts, and a requirement that existing signs of this type be removed within a reasonable time.
2. The setting of outer limits for height and projection of business signs and general advertising signs in C (Commercial) and M (Indus-

trial) districts.

3. Standards adapted to two special circumstances pertaining to automobile service station signs in all districts.

4. A prohibition of additional general advertising signs and large business signs along freeways, with eventual removal of existing ones.

5. Strengthening of current provisions concerning large signs facing parks, with additional controls to cover those placed so as to be viewed primarily through school property or from R districts.

6. Creation of a Civic Center Special Sign District with special controls, and retention of the present special district around Candlestick Park.

7. Additions to the regulations presently contained in the Building Code, providing special sign controls for certain scenic streets.

8. Consolidation, within a new Article of the City Planning Code, of all existing sign regulations of a zoning nature found in the Building Code and in other Articles of the City Planning Code.

BACKGROUND OF THE PRESENT PROPOSALS

Past attempts at sign control in San Francisco have met with only minor success. Under the original City Planning Code, in effect from 1921 to 1960, no mention was made of signs, and it was not even firmly accepted that general advertising signs were not permitted in R districts until a City Attorney's Opinion in 1937. That same year, the Board of Supervisors put on the ballot a proposal to limit signs along the approaches to the new San Francisco-Oakland Bay Bridge, as Oakland had done, but this proposal was defeated at the polls. An ordinance was adopted, however, to protect certain scenic streets such as Twin Peaks Boulevard, Telegraph Hill Boulevard, Sunset Boulevard and Portola Drive. During the late 1950's, an enforcement program by the City Planning Commission removed several hundred general advertising signs illegally located in R districts, leaving 50 or 60 "hard core" boards, many of which have yet to be removed. Also in the 1950's, new general advertising signs were banned along 60 per cent of the city's freeway network, but with major exemptions for the Bay Bridge approach and key portions of the Bayshore and Central Freeways, and without any provisions such as those put into effect in other cities for eventual removal of nonconforming freeway signs. During all of this time, no regulations were enacted for business signs.

Such was the status of sign control in San Francisco at the time of formulation of the new City Planning Code that became effective in 1960. Because any debate over comprehensive sign control provisions would have delayed further the long overdue passage of the new Code, it was not possible to deal with the question of signs in detail at that time, and only scattered references to signs were included in the 1960 Code. In

some ways the new Code actually represented a step backward, because of its provisions permitting new general advertising signs to be erected in many situations in R districts.

In the absence of adequate control by ordinance, and confronted with widespread public complaints registered with a number of City agencies, the City Planning Commission established by resolutions in 1959 and 1960 a policy of discretionary review of permit applications for signs in excess of 32 feet above the sidewalk elevation, on rooftops, and on property adjoining an R district. Review of this type has provided valuable experience for the Commission and its staff in evaluation of proposed signs, but it has been no more than a stop-gap limitation and has been a generally unsatisfactory approach to the problem for all concerned.

The City Planning Commission has major zoning responsibilities under the Charter, and the Commission and its staff have been the principal source of proposals for strengthening of the City Planning Code. There is a constant need for review of all parts of the City Planning Code, and since adoption of the present Code in 1960 there have been urgent requests made to the Department of City Planning for review of height limitations, the R-3 district standards, floor area ratio controls, parking requirements and many other standards. The studies of sign controls, begun in 1960 and 1961, are just one portion of a continuing program to provide guides for the future development of San Francisco consistent with the cherished qualities of its development to date.

The City Planning Code, in its general purposes, is based in large part on the Land Use Section of the Master Plan for San Francisco, which numbers among its objectives "Protection, preservation and enhancement of the economic, social, cultural and esthetic values that establish the desirable quality and unique character of the city." The concluding

statement of the Land Use Plan reads: "...many of the aims set forth in the plan are based in part on the visual possibilities inherent in the striking topography and in the diverse yet compact character of the city."

During the period in which the sign ordinance studies of the Department of City Planning have been under way, there has been a distinct sharpening of public concern over affronts to the visual magnificence of the city. This concern began to quicken with the "freeway revolt" of 1959, and in some quarters has evolved into a sense of outrage against elevated freeways. There is perhaps a redeeming quality in elevated freeways in the outlook over the city that they provide for the motorist, but even this quality can be canceled out by rows of advertising signs that block out the skyline and the hills. Particular concern has been voiced at the continuing proliferation of signs along the Bay Bridge approach, and at the new opportunities for signs provided by the conversion of the upper deck of this bridge to one-way traffic into the city.

The clutter of signs along Market Street, Powell Street and elsewhere in the Downtown area has been the subject of attention in recent public and private reports, and signs of excessive size and intrusive location have been subject to specific criticism. A few notable signs of this nature are absent from the skyline now, in direct response to such criticism -- the major examples being removal of the large "SP" and "Matson" roof signs from office buildings near the Ferry Building, and the decision of the Diamond National Company to abandon its plan for a similar sign on Broadway at the eastern foot of Telegraph Hill. Even general advertising signs have in one or two instances been removed in response to strong protests by neighboring property owners and residents. In a similar vein, part of the concern that has led to special height limits along the Northern Waterfront and in the northeastern part of the city has been expressed in terms of protection

of views against intrusive signs.

This growing appreciation of the relationship between the visual quality of the city's setting and other time-honored objectives of zoning ordinances has been especially evident in the adoption of improved sign controls in many California communities and in California court decisions in the past year. The District Court of Appeal, in December 1962, upheld a Monterey County zoning ordinance that differentiated between general advertising signs and business signs and listed general advertising signs as the sole use of land to be prohibited in that county's "Unclassified" zoning district, and the Court also upheld a requirement of the ordinance that nonconforming general advertising signs in other zoning districts in the county be removed within five years of the enactment of the requirement.

Again, in May 1963, the District Court of Appeal upheld a Pasadena zoning ordinance distinguishing general advertising signs from business signs, prohibiting new general advertising signs on roofs, and requiring the removal of all existing general advertising signs on roofs within two years. In this decision, the Court stated that "common sense, logic, precedent and the public interest combine to dictate a definite and positive answer" to the question whether it is legal to treat general advertising signs and business signs differently, and the Court went on to state that "today, economic and esthetic considerations together constitute the nearly inseparable warp and woof of the fabric upon which the modern city must design its future."

Neither of these decisions has been appealed to the State Supreme Court by the outdoor advertising industry, and the air has thus been cleared of the questions raised by this industry in 1962 as to whether the draft of the sign regulations then under discussion in San Francisco could legally make distinctions of this kind.

THE CURRENT STUDY

The current sign ordinance study in San Francisco has been in process for a considerable time. After an initial period of study, carried on by the staff of the Department of City Planning in consultation with the Sign Committee of the City Planning Commission, a working first draft was made public in February 1962 at the request of sign industry groups in order that they might participate in later stages of the study.

The Sign Committee then engaged in a series of public hearings, working sessions and field trips with industry and other interested groups in the summer and fall of 1962, during which there was widespread support for the principle of better sign control but some controversy over individual features of the proposals and their impact on the sign industry. The Sign Committee then requested the Department to re-examine the general format and the specific provisions of the first draft in the light of these discussions.

The second draft now submitted for review by the City Planning Commission and the general public is the result of this further study, and it also reflects numerous suggestions made by members of the Sign Committee and interested groups during another series of working sessions conducted by the Committee during September and October of this year. In certain cases industry groups have indicated that they would like to propose what they would consider equitable alternatives to some of the provisions now included in this second draft. The Committee and the staff have agreed that submission of such material would be helpful, although the material had not been prepared by the industry at the time of this report. In some cases it has been found possible to make changes in the proposed ordinance in response to industry requests. In other cases definite differences of

opinion remain, and these differences are now open for public discussion and for action by the City Planning Commission and the Board of Supervisors.

THE RECOMMENDED ORDINANCE PROVISIONS

As compared with the first draft released in 1962, the new sign ordinance draft has been generally reorganized and has had a number of minor changes and some major ones. In general, it is clearer and more thorough than the working draft that preceded it. There is greater emphasis on equal treatment for signs of similar type and impact in each district, and much less retroactivity in application of the provisions. All of the standards described in this report are summarized in accompanying tables. Except as indicated in the section of this report on Provisions for Removal of Existing Signs, the standards apply only to new signs, and are not retroactive.

Residential Districts

For permitted uses in R districts, the present standards of the City Planning Code for name plates, identifying signs and temporary sale and lease signs are continued with minor modifications, and a category is added for temporary signs of construction contractors and others doing work on a building. The number, size and height of all these signs are limited, and they may not project over the sidewalk. In only certain cases are they permitted to have direct neon or exposed lamp illumination.

For commercial and industrial uses which are nonconforming in R districts, the number, size and height of signs are also limited and, once again, no projection over the sidewalk is allowed. The type of illumination to be permitted is defined, and any permitted illumination must be extinguished when the use is not open for business.

General advertising signs are completely prohibited in R districts, as they had been prior to 1960. Under the 1960 City Planning Code, in effect for the past three years, new general advertising signs can be

erected in R districts in a variety of situations on properties containing existing nonconforming uses or close to C and M districts. In other situations, existing general advertising signs are now permitted to remain in R districts for periods of from five to 18 years. The new proposals would return to a total prohibition of new general advertising signs in R districts and set a uniform period of five years for removal of existing signs of this type. The Code of Ethics of the outdoor advertising industry states a policy against general advertising signs in residential districts, and there does not now appear to be strong industry opposition to a prohibition of this type in the City Planning Code.

TABLE I

SUMMARY OF PROVISIONS FOR SIGNS IN RESIDENTIAL DISTRICTS

Type of Sign	(1) Required Placement	(2) Maximum Number	(3) Maximum Area	(4) Maximum Height	(5) Permitted Illumination
name plate	flat on wall of building	1 per street frontage	R-1-D, R-1, R-2: 1 sq. ft. R-3, R-4, R-5: 2 sq. ft.	12 ft.	non-illum, indir illum
identifying sign	may not project over street	1 per street frontage	R-1-D, R-1, R-2: 12 sq.ft. (must be non-illum or indir illum) R-3: 18 sq.ft. if non-illum or indir illum; 4 sq.ft. if dir illum R-4, R-5: 36 sq. ft. if non-illum or indir illum; 8 sq.ft. if dir illum	12 ft.	see col. 3
temporary sale or lease sign	if larger than 18 sq. ft., to be set back 25 ft. from street property lines	1 per street frontage	6 sq.ft. per lot, or per 3000 sq.ft. of land, with a limit of 240 sq. ft. of sign area	24 ft.	non-illum, indir illum
temporary signs of construction contractors, etc.	may not project over street	see col. 3	total for all such signs: 20 sq. ft. per street frontage	24 ft.	non-illum

Continued on next page.

TABLE I
(Continued)

Type of Sign	(1) Required Placement	(2) Maximum Number	(3) Maximum Area	(4) Maximum Height	(5) Permitted Illumination
use permitted in another R district	provisions on previous page apply				
automobile service stations	see Page 21				*
open land uses, floor area less than 50 sq. ft.	may not project over street	1 per street frontage	1 sq. ft. per ft. of frontage; max. for all signs 50 sq. ft.	12 ft.	non-illum, indir illum*
other uses	flat on street wall of building	1 per street frontage	2 sq. ft. per ft. of frontage occupied by the use; max. for all signs 100 sq. ft.	not above ground floor	R-1-D, R-1, R-2: non-illum, indir illum.* R-3, R-4, R-5: non-illum, indir illum.*

General provisions for all R district signs. The following are prohibited: projecting signs; signs with moving parts or moving or flashing lights; roof signs; wind signs; general advertising signs; signs extending above the roof line of a building to which they are attached.

*Any permitted illumination must be extinguished when the nonconforming use is not open for business.

SIGNS FOR NONCONFORMING USES

Commercial and Industrial Districts

The most significant change in the provisions for signs in C and M districts, as compared with the first draft of the proposed ordinance, is deletion of the requirement that existing signs failing to conform to the proposed ordinance must be removed within a stated period of years. These existing signs may thus remain until the end of their normal life, although new signs must conform to the standards of the ordinance.

As in the earlier draft, the amount of projection over the sidewalk that is allowed is 75 per cent of the sidewalk width, but not more than 10 feet in C-1 or 12 feet in other C and M districts. This is a liberal allowance when compared, for instance, with the current Oakland limit of eight feet. In addition, no limit is suggested for the maximum size of either general advertising or business signs in C and M districts. It is possible, however, under a provision of the proposed ordinance, for three-quarters of the property owners along both sides of a street to propose a special district with sign controls of a more restrictive nature for consideration and adoption by the City Planning Commission and the Board of Supervisors.

Illumination of signs is limited only in C-1 (Neighborhood Shopping) and C-2 (Community Business) districts, where flashing and moving lights are prohibited. Although some groups have requested limits on intensity of illumination and on animated lights of particular types, no satisfactory standards have been developed for these purposes, and refinements of this nature have not been attempted. Signs that revolve or have other moving parts, however, are proposed to be prohibited throughout the city.

For signs that are free standing (in no part supported by a building) maximum heights are established, beyond which the top of the sign may not extend. These heights vary among the zoning districts, taking into account

the general character of uses permitted by the City Planning Code in each C or M district, the problems of viewability and appearance which are related to the scale of buildings in each type of district, and the proximity of residential areas.

On this basis it is recommended that the maximum height for free standing signs of all types be 24 feet in C-1 and C-2 districts and 40 feet in all other C and M districts, with special 32-foot areas along four streets in C-2 districts: Market Street from Octavia Street to Castro Street, Mission Street from Seventeenth Street to Randall Street, Geary Boulevard from Masonic Avenue to Twenty-eighth Avenue, and Lombard Street from Van Ness Avenue to Broderick Street. Along these latter streets the intensity of use, the scale of buildings and past custom are deemed to warrant an additional allowance for sign height. It is understood that the various sign industry groups are in general accord with the height limits as proposed, with the exception of those for C-2 districts.

Signs attached to buildings would be permitted to be as high as the building itself, and in the case of lower buildings business signs would be permitted a certain extension above the roof of the building if attached to the front wall. These would typically be vertical signs projecting over the sidewalk. New signs of all types would be prohibited from being placed on rooftops throughout the city.

It is felt that signs should, wherever possible, be confined to the outer limits of the buildings on which they are placed, and that the skyline should be kept free of signs regardless of their purpose. Cities elsewhere in the country have prohibited rooftop signs and signs extending above roof lines in some or even a majority of their districts. No city-wide restriction such as that proposed here has been found, but for San Francisco the problems are special. In this connection, the recent District Court of

Appeal opinion concerning prohibition and removal of rooftop signs in Pasadena, previously referred to, made the following observation:

Clearly...the signs are "used" in a realistic sense only where the light reflected therefrom strikes the eyes of the users of the public streets or adjoining private property. In the case of roof signs, their true "use" may occur at considerable distances, even on property located in other zones, and may not even be visible, i.e., "capable of being used", by persons located upon the same property as the sign. Moreover, unlike point-of-sale signs, the members of the public required to "use" respondents' signs gain no benefit therefrom in the sense that they are thereby directed to the location of a business activity which they may be immediately desirous of patronizing.

In a sense, any sign placed above a roof line or on a rooftop becomes a general advertising sign for those who view it from a distance, and makes use of the sky and the general prospect of the city for its own purposes.

TABLE II

SUMMARY OF PROVISIONS FOR SIGNS IN COMMERCIAL AND INDUSTRIAL DISTRICTS

<u>Illumination:</u>	All signs may be non-illuminated or indirectly or directly illuminated. No sign in a C-1 or C-2 district may have moving or flashing lights.
<u>Projection:</u>	Maximum of 75 per cent of the distance from a street property line to the curb, but in no case more than 10 feet in C-1, or 12 feet in C-2, C-3, C-M, M-1 or M-2.
<u>Maximum height of free standing signs:</u>	C-1: 24 feet. C-2: 24 feet, except where a 32-foot height is established in special height districts for signs. C-3, C-M, M-1, M-2: 40 feet.
<u>Extension above roof line, for signs attached to buildings:</u>	Such extension is not permitted, except that a business sign attached to the front of a building may have up to one-half its area above the roof line provided it does not extend above the lesser of: 10 feet above the roof line, and the maximum height permitted for free standing signs in the same district.
<u>General provisions for all C and M district signs:</u>	The following are prohibited: roof signs; wind signs; signs with moving parts.
<u>Special provisions for automobile service stations:</u>	See page 21 for provisions which are applicable in addition to those above.

Automobile Service Stations in All Districts

For automobile service stations, the proposed ordinance contains special regulations for signs which would apply in addition to the standards generally applicable in the zoning district in which the service station is located. These additional regulations are necessary because service stations often have prominent locations and are arranged in an open manner that provides extensive space for signs, and there is a tendency in some cases toward an unnecessary clutter of signs.

The regulations for service stations would permit each station to have two oil company signs of the traditional "fin" or "pole" type up to a certain maximum size, and would set limits on the size of signs of other types. In R districts, nonconforming service stations would be restricted to signs directly connected with the service station business, and existing "clutter" signs would in some cases be required to be reduced in size or number.

Representatives of the Western Oil and Gas Association, in meetings with the Sign Committee, have indicated general agreement with these restrictions upon their industry, which are in accord with their own policy of restraint, and adoption of the proposed regulations would be expected to result in benefits both for the industry and for the city.

TABLE III

SUMMARY OF PROVISIONS FOR SIGNS FOR AUTOMOBILE SERVICE STATIONS IN ALL DISTRICTS

Type of Sign	(1) Maximum Number	(2) Maximum Area	(3) Maximum Height if Free Standing	(4) Max. Extension above Roof Line, if Attached to Building	(5) Maximum Projection	(6) Permitted Illumination
fin and pole signs	2 fin, 2 pole, or 1 of each	pole sign: 80 sq. ft. fin sign: 180 sq.ft. (80 sq.ft. for any part within 10 ft. of a street property line)	same as general height limit in C and M districts; 24 ft. for nonconforming uses in R districts.	10 ft.	5 ft. in C and M districts; none permitted for nonconforming uses in R districts.	non-illum, indir illum, dir illum
other business signs	see col. 2	C and M districts: 30 sq. ft. each; 180 sq.ft. total. nonconforming uses in R districts: 20 sq. ft. each; 80 sq.ft. total.	same as above	none permitted	none permitted	non-illum, indir illum, dir illum
general advertising signs	subject to same regulations as other signs in C and M districts; not permitted in R districts.					

Special Sign Districts

The proposed ordinance would create six types of special districts in which general advertising signs and large business signs would be specially limited. These special districts encompass areas similar to those that have been given particular sign protection in other cities, and some are already partially protected in San Francisco. In all cases, it is felt that large signs are incompatible with the public and private use and enjoyment of these areas, and that they detract from their appearance and economic value. Large signs within these special districts often have excellent viewability, but that viewability is in direct conflict with important public concerns.

The first special district consists of those areas in C and M districts which are within 100 feet of an R district. Such areas have been the source of the most frequent protests of neighboring residents and property owners against incompatible signs. The new regulations would provide that within such areas no general advertising sign and no other sign over 100 square feet could be so placed that it is viewed primarily from the R district. The most common type of sign that would be prohibited is one on the rear wall of a commercial building, facing down a side street into an R district. Signs designed to be viewed primarily from a commercial street would not be covered no matter how close to an R district they might be located. In addition, within 100 feet of an R district no sign would be permitted to project over the sidewalk of a residential side street that leads away from the main commercial frontage.

A second major concern is with the character and dignity of schools, parks and recreation centers throughout the city. The present City Planning Code limits general advertising signs facing parks in C-1 and C-2 districts, and this provision would be expanded to protect parks with regard to all zoning districts. General advertising signs and other signs

larger than 200 square feet would not be permitted within 200 feet of a park or recreation facility, if primarily viewed through, or visible from within, the park or recreation facility. In order to prevent school properties from being used as convenient open areas through which large signs may be viewed, a similar provision would prohibit such signs from being located within 100 feet of a school if primarily viewed through the school property.

The Civic Center is another area where sign control has been urgently requested for some time. Here there is a tremendous public investment in city, state and federal buildings and in open space as well. The open areas and the gray and white buildings have attracted about 70 large signs, the majority of them general advertising signs, to the block frontages facing public buildings and the close-in vistas through which these buildings are seen. The proposed special sign district for the Civic Center would prohibit general advertising signs and other signs over 200 square feet anywhere within its boundaries, and would prohibit projecting signs and signs with flashing lights on the street frontages directly facing public property. A map at the end of this report indicates the area proposed to be covered by the Civic Center Special Sign District.

The present ban on general advertising signs in the Candlestick Park area, now contained in the Building Code, would be continued, with an additional limitation for large business signs in this special district.

A restriction on new general advertising signs along certain freeways is also found today in the Building Code, but this restriction exempts critical parts of the freeway network and is little more than a token provision. It is proposed that the restriction be extended to every part of the freeway system, present and future, including the Bay Bridge approach and other sections previously exempted, and that large business signs be covered as well as general advertising signs. Such a general control of

signs along freeways would follow a growing trend set by other cities in California and throughout the country.

At the same time, it is proposed that there be certain additions to the present Building Code list of scenic streets along which general advertising signs are prohibited, and that large business signs also be controlled along these streets. The streets proposed to be added are portions of Nineteenth Avenue and the Great Highway not presently covered, Hunters Point Boulevard and a portion of Innes Avenue, The Embarcadero for its entire length, and Jefferson and Taylor Streets in the vicinity of Fisherman's Wharf. These new streets and those presently covered either have major significance in the city or are of a primarily residential or parkway nature. All streets covered by the scenic streets provision are indicated on a map at the end of this report.

TABLE IV

SUMMARY OF PROVISIONS FOR SPECIAL SIGN DISTRICTS

The following provisions apply in addition to the other sign provisions of the P, R, C or M district in which the property is located.

<u>Location of Special District</u>	<u>Prohibited Signs</u>
1. Within 100 feet of any R district.	General advertising signs, and other signs larger than 100 sq. ft., if primarily viewed from the R district. Projecting signs on streets leading off the main commercial frontage into the R district.
2. Within 100 feet of a school, or within 200 feet of a park or recreation facility.	General advertising signs, and other signs larger than 200 sq. ft., if primarily viewed through the property of the school, park or recreation facility, or visible from within the park or recreation facility.
3. Within Civic Center Area.	General advertising signs, and other signs larger than 200 sq. ft. If located on or facing any publicly-owned property: Signs with moving parts or moving or flashing lights. Signs attached to a building in any manner other than flat against a street wall.
4. Within Candlestick Park Area. (presently regulated by Building Code)	General advertising signs, and other signs larger than 200 sq. ft.
5. So located as to be primarily viewed from a freeway. (presently regulated in major part by Building Code)	General advertising signs, and other signs larger than 200 sq. ft.
6. Near certain scenic streets. (presently regulated in major part by Building Code)	General advertising signs, and other signs larger than 200 sq. ft.

TABLE IV

SUMMARY OF PROVISIONS FOR SPECIAL SIGN DISTRICTS

The following provisions apply in addition to the other sign provisions of the P. S. Code, and are located in which the property is located.

Prohibited Signs	Permitted Signs
<p>General advertising signs, and other signs larger than 100 sq. ft., if primarily viewed from the R district.</p> <p>Projecting signs on streets leading to the main commercial frontage into the R district.</p>	<p>1. Within 100 feet of a school, or within 200 feet of a park or recreation facility.</p>
<p>General advertising signs, and other signs larger than 500 sq. ft., if primarily viewed through the property of the school, park or recreation facility, or visible from within the park or recreation facility.</p>	<p>2. Within Civic Center Area.</p>
<p>General advertising signs, and other signs larger than 500 sq. ft.</p> <p>If located on or facing any publicly-owned property.</p> <p>Signs with moving parts or revolving or flashing lights.</p> <p>Signs attached to a building in any manner other than flat against a exterior wall.</p>	<p>3. Within Civic Center Area.</p>
<p>General advertising signs, and other signs larger than 500 sq. ft.</p>	<p>4. Within Civic Center Area.</p>
<p>General advertising signs, and other signs larger than 500 sq. ft.</p>	<p>5. Located as to be primarily viewed from a highway. (Generally restricted to major part by Building Code).</p>
<p>General advertising signs, and other signs larger than 500 sq. ft.</p>	<p>6. Within Civic Center Area.</p>

Provisions for Removal of Existing Signs

The 1962 draft of the proposed sign ordinance included numerous provisions that would have required removal or alteration of most nonconforming signs over varying periods of time, in order to assure eventual achievement of the purposes of the ordinance, and to provide a more equitable relationship between signs already existing and those that would be erected in the future subject to the provisions of the new ordinance.

No such widespread removal provisions are in the draft ordinance now being proposed. Instead, existing signs are as a general rule permitted to remain to the end of their normal life, subject to limitations on replacement and reconstruction. A change from one business tenant to another would require conformity to the new ordinance by the new tenant, but this procedure would follow normal practices of the sign industry, which generally enters into its leases of signs with a specific tenant and for a specific sign related to business.

Removal periods would be established, however, for general advertising signs in R districts, and for all nonconforming signs in four types of special sign districts: the Civic Center and Candlestick Park areas, along freeways, and along the scenic streets. In most cases the period established is five years, a length of time which has been widely accepted elsewhere as allowing reasonable amortization by the sign companies consistent with the strong public interest in control of signs in areas where they are inappropriate.

One exception to the five-year period is made in the case of landscaped freeways, where State law and existing provisions of the Building Code both require removal within one year.

A second exception is made for that portion of the freeway network known as the Bay Bridge approach, from Fifth Street to the Bay, which has until now

been exempted from sign control and where a larger investment than elsewhere has been made in general advertising displays over the years. The removal period for this area would be 15 years, which would afford a reasonable opportunity for amortization of even the most expensive and the most recently erected displays.

One additional removal provision relates to the troublesome "clutter" signs found at some automobile service stations in R districts and the much-protested "wind" signs (consisting of strings of banners and other devices) for all types of businesses in all districts. The time period for removal of these signs would be one year.

TABLE V

SUMMARY OF PROVISIONS FOR REMOVAL OF NONCONFORMING SIGNS

The following are the only signs, nonconforming under the proposed sign regulations, which would be required to be removed within a specified time period.

<u>Type of Sign</u>	<u>Period for Removal</u>
General advertising signs in R districts	5 years from erection of the sign, from the date the property on which it is located was reclassified to an R district, or from May 2, 1960, whichever date is latest.
Within Civic Center Area (no. 3 on page 25)	5 years from the effective date of this ordinance.
Within Candlestick Park Area (no. 4 on page 25)	5 years from the effective date of this ordinance, unless an earlier date has previously been set by the Building Code.
Near non-landscaped freeways (no. 5 on page 25)	5 years from the effective date of this ordinance (15 years in the case of the Bay Bridge approach), or from the date of designation of a new freeway route, whichever date is later.
Near landscaped freeways (no. 5 on page 25)	1 year from the effective date of this ordinance, or from the date the landscaping project is completed, whichever date is later, unless an earlier date has previously been set by the Building Code.
Near certain scenic streets (no. 6 on page 25)	5 years from the effective date of this ordinance, unless an earlier date has previously been set by the Building Code.
Wind signs in all districts, and miscellaneous service station signs in R districts	1 year from the effective date of this ordinance.

Changes in Existing Codes

All references to signs now found at scattered points in the City Planning Code would be repealed and superseded by the new provisions. The proposed ordinance would become Article 6 of the City Planning Code and would be administered by the Department of City Planning as part of that Code.

At the same time, sign regulations of a zoning nature now contained in the Building Code (those pertaining to freeways, scenic streets and the Candlestick Park area) would be transferred, with some clarification and modification, to the City Planning Code as part of this Article 6. Thereafter, the Building Code, administered by the Bureau of Building Inspection of the Department of Public Works, would be concerned only with the structural and safety aspects of signs that are the province of a building code. It is anticipated that adoption of the new standards proposed for the City Planning Code might make possible the repeal of certain other Building Code standards that would then be unnecessary because of more precise or more restrictive references in the City Planning Code.



CIVIC CENTER SPECIAL SIGN DISTRICT

SIGN ORDINANCE - PROPOSED ARTICLE 6, CITY PLANNING CODE

— BOUNDARY OF CIVIC CENTER SPECIAL SIGN DISTRICT, SEC. 608.3

EXISTING PUBLIC BUILDINGS IN THE CIVIC CENTER

OCTOBER, 1963







SPECIAL SIGN DISTRICTS

SIGN ORDINANCE · PROPOSED ARTICLE 6, CITY PLANNING CODE


 CIVIC CENTER AREA, SEC. 608.3


 CANDLESTICK PARK AREA, SEC. 608.4 (FROM BLDG. CODE SEC. 4722)

 NEAR FREEWAYS, SEC. 608.5 (FROM BLDG. CODE SEC. 4721)

 EXISTING OR DESIGNATED (ALL FUTURE FREEWAYS WILL BE INCLUDED)

 NEAR CERTAIN OTHER TRAFFICWAYS, SEC. 608.6

 FROM BLDG. CODE SEC. 4722

 ADDITIONAL

OCTOBER, 1963

